

CITY OF BELLEVUE
CITY COUNCIL

Summary Minutes of Extended Study Session

September 10, 2001
6:00 p.m.

Council Conference Room
Bellevue, Washington

PRESENT: Deputy Mayor Marshall, Councilmembers Creighton, Davidson, Degginger, and Lee

ABSENT: Mayor Mosher and Councilmember Noble

1. Call to Order

Deputy Mayor Marshall opened the meeting at 6:00 p.m. and announced recess to executive session for approximately one hour and 15 minutes to discuss four items of pending litigation.

The study session resumed at 7:00 p.m. with Deputy Mayor Marshall presiding.

2. Oral Communications: None.

3. Study Session

(a) Council New Initiatives

No items were discussed.

(b) Consent Calendar Items [Moved from Canceled September 17 Council Meeting]

- (1) Resolution No. 6593 authorizing execution of an amendment to, and extension of, the 2001-2002 labor agreement with the International Association of Firefighters (IAFF) Local #1604 .
- (2) Resolution No. 6594 authorizing execution of a right-of-way use agreement with Sprint Spectrum LP for installation, operation, and wireless communications facilities in certain City rights-of-way subject to general conditions.
- (3) Ordinance No. 5319 authorizing execution of an interlocal agreement (and supplements, if necessary) with the Washington State Department of Transportation (WSDOT) for receipt of state technical assistance funds for

the July 1, 2001 through June 30, 2003 biennium to support the City's Commute Trip Reduction Plan; establishing a new project within the Operating Grants and Donations Fund; authorizing expenditures of said grant funds; and authorizing an interfund loan to cover temporary cash flow shortages that may result from related grant activity.

- (4) Motion to award Bid No. 0146 for rehabilitation of sewer lines at several locations in the amount of \$164,804.80 to West Coast Construction Co. as low bidder.
- (5) Motion to award Bid No. 0148 for installation of a new outlet structure and downstream drainage pipe at 1020 West Lake Sammamish Parkway NE in the amount of \$144,682.24 to West Coast Construction Co., Inc. as low bidder.

➡ Mr. Creighton moved to approve the five Consent Calendar items, and Mr. Degginger seconded the motion.

➡ The motion to approve Consent Calendar items carried by a vote of 5-0.

- (c) Management Brief Regarding Budget Adjustment for Neighborhood Cleanup Day in East Lake Hills

Mike Brennan, Building Official, explained staff's request for a budget adjustment to cover the cost of sponsoring a Neighborhood Cleanup Day in East Lake Hills. He said the City is co-sponsoring a neighborhood garage sale in the area on September 15. The Cleanup Day has not yet been scheduled. Staff is requesting funds not to exceed \$8,500 to provide curbside pickup at the event.

Mr. Degginger commended staff for coordinating these projects.

Mr. Lee expressed support for the events. However, he questioned the appropriateness of the City's role in sponsoring and paying for these activities. Mr. Brennan explained that this is a pilot project whose purpose, in part, is to promote a sense of community. Mr. Creighton expressed support for the project and asked staff to provide a map of the East Lake Hills area in the future.

In response to Dr. Davidson, Mr. Brennan said staff is working with the garbage collection service to prepare for the types of items that are likely to be disposed of at the event. In response to Mrs. Marshall, Mr. Brennan said residents will be allowed to dispose of large items such as furniture and appliances. Specific instructions will be provided in a flyer to publicize the event.

Mrs. Marshall expressed support for the project. She suggested the City's flyers include a reminder of the dates that the King County Household Hazardous Wastemobile will be in Bellevue neighborhoods. She thanked staff for responding to residents' needs.

(d) Bellevue Transportation Center Proposed Layover Zones for February 2002
Metro Service Change

City Manager Steve Sarkozy recalled that Council approved in 1999 the Distributed Services alternative for the Bellevue Transportation Center. This alternative is designed to provide more transit service throughout downtown Bellevue to better serve emerging residential and office developments. On July 16, 2001, staff presented a number of proposed bus layover zones which were subsequently approved by Council with the exception of one layover zone in Old Bellevue.

Transportation Director Goran Sparrman explained that it is necessary to provide a layover zone for each bus route at both the beginning and end of each route. Layover zones allow drivers to take breaks and contribute to the reliability of transit service.

Steve Sindiong, Senior Transportation Planner, displayed and described the distributed service routing map for downtown Bellevue.

In response to Dr. Davidson, Mr. Sindiong said it will be possible to take one bus from Old Bellevue to Overlake Hospital when Route 249 is implemented in February 2002.

Mr. Sindiong said a layover zone is necessary in Old Bellevue in order to improve transit service to the area's growing residential and commercial uses and to help the City meet its mobility goals. After Council declined to approve a proposed layover zone on NE 1st Street, west of 100th Avenue NE, in July, staff reviewed alternative sites. Mr. Sindiong said staff now recommends a site on the east side of 100th Avenue NE, north of Main Street. This layover zone will not remove any on-street parking and is more agreeable to the management and residents of the Seasons Apartments at this location. Mr. Sindiong noted that this layover zone would need to be relocated if the City ever needs to place a traffic signal at the nearby intersection.

In response to Dr. Davidson, Mr. Sparrman said Metro has more flexibility in the placement of layover zones in Seattle because the downtown is larger. Dr. Davidson is opposed to using local street capacity for bus layover zones and in favor of creating a free-ride zone in downtown Bellevue. He said approximately \$35 million in sales tax revenues are collected in Bellevue annually and forwarded toward public transit. He encouraged staff to continue to work for a free-ride zone in Bellevue.

Mr. Sparrman said King County has historically taken the position that it would be very difficult to provide a free-ride zone in Bellevue. He said staff and a citizens advisory committee are currently discussing the feasibility of a downtown circulator service and a report and recommendation will be provided to Council once the review is completed.

Mr. Lee supports the creation of a free-ride zone.

In response to Mr. Degginger, Traffic Engineering Manager Mark Poch said normal traffic growth over the next five to 10 years could trigger the need for a traffic signal near the proposed layover zone in Old Bellevue. In further response, Mr. Sparrman confirmed that the layover

zone on 100th Avenue NE will accommodate a 40-foot bus. If future ridership requires the introduction of a larger, articulated bus, the layover zone would need to be reevaluated.

Deputy Mayor Marshall noted that Council can expect to see this item for action on its September 24th agenda.

(e) Presentation on Transportation Project Development

Mr. Sparrman said the purpose of the presentation is to provide an overview of the different phases involved in transportation project development and design. Bellevue's Capital Transportation Program is budgeted to spend \$45 million in 2001. Mr. Sparrman said projects are typically complex with many external constraints and parameters. He introduced David Berg, Assistant Director for Capital Projects, and Hillary Stibbard-Terrel and Mike Mattar, both Project Planning and Design Managers. These staff members have worked to review and improve overall design and implementation phases during the past 18 months.

Mr. Sparrman said the City made the decision years ago to utilize outside consulting services for project design rather than to staff this function. In response to Council's concerns about recent projects, he offered to return later in the year for a discussion about the City's use of consultants.

Mr. Sparrman said the Washington State Department of Transportation recognizes the City of Bellevue as a certified agency and therefore delegates authority on federally funded projects for project development and construction administration to Bellevue. The City is required by WSDOT and the Federal Highway Administration to follow the Local Agency Guideline (LAG) Manual for all federally funded and some state-funded projects. Mr. Sparrman said Bellevue generally follows the manual for local projects as well. In response to Mr. Creighton, Mr. Sparrman said certified agencies are typically jurisdictions with a minimum population of 40,000 to 50,000. Certified agency projects are required to meet all state and federal requirements regarding design, consultant management, contract advertisement and award, and construction management and inspection.

Mr. Sparrman reviewed the major phases of the capital projects process: 1) Capital Investment Program (CIP) scoping, 2) alternative analysis, 3) design, 4) right-of-way negotiations and acquisition, and 5) construction. Ongoing maintenance and operations costs are budgeted separately.

Mr. Sparrman said the CIP scoping process involves staff's preliminary work on a conceptual idea. The outcome of this work is the identification of projects that are presented to Council for approval as part of the budget process. Projects can be added to the CIP Plan as a complete construction project or as an alternative analysis project. Alternative analysis projects are those in which costs cannot be estimated without first funding a study of potential project alternatives that will then lead to better project definition.

Mr. Sparrman said in the alternative analysis phase, a problem is defined and alternatives are developed to solve the problem. Public involvement is a key component and engineering design

is completed up to the 10 percent level. Once staff has developed a recommendation, it is forwarded first to the Transportation Commission and then to City Council for review and approval. A defined project scope, schedule, and initial design budget are prepared for the selected alternative. Mr. Sparrman said the outcome of this phase is often referred to as the preliminary engineering report or design report. He said the completion of this phase represents a key decision point before proceeding with full design.

Turning to the design phase, Mr. Sparrman said plans, specifications, and estimates must be completed in order to advertise the project for bids. The design phase includes public involvement, environmental review, and right-of-way pre-negotiations.

Deputy Mayor Marshall recommended that staff make it clear in public meetings as to whether they are asking for public input into the design of a project or whether they are merely informing the public about a project that has already been designed. Mr. Sparrman agreed and explained that staff has received training in the past year related to improving the public involvement process. Continuing, he described the environmental tasks conducted during the design phase including Endangered Species Act (ESA) biological assessment, State and National Environmental Policy Act (SEPA and NEPA) reviews, permit-related assessments, and erosion control.

Mr. Sparrman briefly discussed activities related to the right-of-way phase and the need to meet certification requirements for federally funded projects.

Moving to the construction phase, Mr. Sparrman said construction management and inspection are handled by the City. Public involvement continues to play a role, particularly for property owners adjacent to the construction site, and the City makes every effort to mitigate construction impacts.

Mr. Sparrman discussed costs for the various project phases. The City typically spends up to 15 percent of total project costs during the alternative analysis phase, which includes up to 10 percent (of the total project cost) on consultant costs. The design phase represents 15 to 25 percent of total project costs, including 12 to 18 percent on consultant costs. Right-of-way costs vary and construction management and inspection represent 8 to 12 percent of total project costs.

In response to Dr. Davidson, Mr. Sparrman said it is possible, although unusual, that a project could spend up to 52 percent of total project costs on alternative analysis, design, and construction management and inspection. Mr. Sparrman explained that a thorough alternative analysis generally results in lower design costs, so expenditures in the two phases can offset each other.

In response to Mr. Degginger, Mr. Sparrman said the figures represent industry standards. He added that City staff members are currently involved in a comparative analysis with other agencies and they are finding that the figures apply to most public agencies contacted by the City of Bellevue.

Deputy Mayor Marshall feels three to four years from project conception to the initiation of construction is a long time. She asked if costs could be reduced by reducing the time it takes to complete a project. Mr. Sparrman described the City's efforts to accelerate project schedules. He said staff is trying to move right-of-way activities to occur parallel with the design phase in order to expedite the process. He emphasized the importance of being clear and specific during the alternative analysis phase in order to streamline the design and right-of-way phases. He noted that redesigning projects later in the process causes delays and increased costs.

Mr. Sparrman described the City's design consultant selection process, which is addressed by Bellevue City Code 4.28.018 and RCW 39.80. Consultants are solicited for general engineering services on a two-year roster. As projects arise, staff invites appropriate consultants to submit a detailed proposal itemizing specific tasks and time requirements. For most CIP projects, consultant costs are based on actual costs plus a fixed fee, not to exceed a maximum amount. If staff feels a proposal is unreasonable, additional proposals are requested from qualified consultants. Once staff selects a consultant, the resulting consultant agreement is submitted to Council for approval.

In response to Mrs. Marshall, Mr. Sparrman said the City tracks instances of change orders by consultants as well as other performance-related factors and this information is used in making selection decisions.

In response to Mr. Creighton, Mr. Sparrman said project managers are responsible for conducting negotiations with consultants and division managers review each proposal and contract. If necessary, Mr. Berg or Mr. Sparrman are involved as well.

Mr. Sparrman displayed a graph showing consultant costs as a percentage of total construction costs, with percentages ranging from 7 to 23 percent. In response to Mr. Lee, Mr. Sparrman said he increases scrutiny once consultant costs are in the 20 percent range. He said staff is working to improve day-to-day monitoring of larger projects.

In response to Mr. Degginger, Mr. Mattar said staff recently started bundling smaller jobs, such as traffic signal projects, in the hopes of enhancing cost effectiveness.

Mr. Sparrman summarized the presentation and suggested that staff provide periodic updates to Council on CIP projects.

In response to Mr. Creighton, Mr. Berg said 27 projects are currently in the design phase and 15 projects are under construction. Mr. Sparrman noted that when he came to the City two and a half years ago, the community was critical of the time it often takes to construct a project. Staff has been working to correct this problem, resulting in an unusually heavy construction workload at the present time.

In response to Mr. Lee, Mr. Sparrman said most sidewalk maintenance projects are completed by City staff, although contractors are occasionally hired for larger repair projects. Mr. Lee was concerned whether this is the most cost-effective way to accomplish sidewalk repairs. Mr. Sparrman feels this is an efficient way to complete sidewalk maintenance.

Mr. Degginger reiterated his ongoing concern about project costs and encouraged early public involvement in the overall process.

Mr. Sarkozy commended staff for their work and noted that few cities are as involved in ongoing performance evaluation as the City of Bellevue.

In response to Dr. Davidson, Mr. Sarkozy said the new process currently in use by the Transportation Department should help avoid situations such as the recent redesign of the Meydenbauer Bridge project.

Mrs. Marshall noted that, during the meeting, she received a note from staff indicating Rabanco has offered to co-sponsor the East Lake Hills Neighborhood Cleanup Day.

At 8:39 p.m., Deputy Mayor Marshall declared the meeting adjourned.

Myrna L. Basich
City Clerk

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